

Message Text

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ACTION EUR-25

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C O N F I D E N T I A L USNATO 4180

E.O. 11652: GDS, 12-31-80

TAGS: PFOR, NATO

SUBJECT: MINISTERIAL GUIDANCE

REF: A. STATE 151981

B. USNATO 3646

C. USNATO 1955

1. DURING A RECENT INFORMAL MEETING WITH SOME DELEGATIONS AND
IMS, ASYG HUMPHREYS OUTLINED FOLLOWING APPROACH WHICH HE PROPOSES
TO FOLLOW IN PREPARATION OF KEY ELEMENTS IN FORTHCOMING
MINISTERIAL GUIDANCE TO NATO MILITARY AUTHORITIES.

A. HE DOES NOT FEEL THAT THE DRC CAN AFFORD TO WAIT UNTIL
COMPLETION OF THE ECONOMIC AND MILITARY APPRECIATIONS (PROBABLY
ABOUT OCTOBER/NOVEMBER) BEFORE BEGINNING ITS DRAFTING WORK. HE
WILL, THEREFORE, SHORTLY SEND A NOTE TO DELEGATIONS CNAVASSING
THEM FOR POINTS WHICH THEY BELIEVE SHOULD BE INCLUDED IN THE
MINISTERIAL GUIDANCE (SEE SEPTTEL).

B. HE IS PARTICULARLY INTERESTED IN IDEAS CONCERNING RESOURCE
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LEVELS FOR DEFENSE, AND IN ANY NEW TOPICS WHICH HAVE NOT
PREVIOUSLY BEEN COVERED IN MINISTERIAL GUIDANCE.

C. HE HOPES TO RECEIVE IDEAS FROM DELEGATIONS DURING AUGUST,
WHICH HE IS CAN USE IN PREPARING A "SKELETON DRAFT" FOR THE DRC

TO REVIEW ABOUT THE THIRD WEEK IN SEPTEMBER.

2. COMMENT: IN VIEW OF IMPORTANCE US ATTACHES TO KEY ELEMENTS OF MINISTERIAL GUIDANCE FOR NEXT PLANNING PERIOD, WE BELIEVE IT ESSENTIAL THAT WE SUBMIT OUR IDEAS AND, WHERE POSSIBLE, DRAFT LANGUAGE, WITHIN NEXT FEW WEEKS. ONCE IS CIRCULATES ITS DRAFT, OTHER DELEGATIONS WILL TEND TO RALLY AROUND IT, AND IT WILL BE MORE DIFFICULT TO INTRODUCE NEW POINTS. WE WOULD BE FAR BETTER OFF TO SEEK TO HAVE OUR THOUGHTS INCLUDED IN FIRST DRAFT BY PROVIDING THEM TO IS IN ADVANCE.

3. MISSION HAS PREVIOUSLY PROVIDED SOME IDEAS CONCERNING THRUST OF NEW MINISTERIAL GUIDANCE (REFS B AND C). TO ASSIST WASHINGTON IN PREPARATION OF INPUTS, FOLLOWING ARE MISSION SUGGESTIONS, BASED ON MAJOR SECTIONS OF 1973 GUIDANCE DOCUMENT (DPC/D(73)8), AS TO HOW WE MIGHT APPROACH CURRENT DRAFTING EFFORT:

A. SOVIET POLICY AND STRATEGIC BALANCE. THIS SECTION OF THE 1973 DOCUMENT SEEMS UNNECESSARILY LONG. PERHAPS IT COULD BE SHORTENED OR PORTIONS OF IT INCORPORATED BY REFERENCE IN THE NEW VERSION.

B. THE THREAT. ONE OF THE KEY ELEMENTS REFERRED TO BY SECRETARY SCHLESINGER IN HIS WRITTEN REMARKS CIRCULATED AT THE JUNE 14 DPC MINISTERIAL MEETING-THE CONVENTIONAL BALANCE-SHOULD BE TREATED IN PART IN THIS SECTION. WE SHOULD BEAR IN MIND THAT OTHER DELEGATIONS, THE IS AND THE IMS WILL BE HEAVILY INFLUENCED BY MC 161-74- THE BASIC NATO DOCUMENT COVERING THIS SUBJECT. IT WILL BE DIFFICULT TO INTRODUCE IDEAS INTO THIS SECTION WHICH ARE AT VARIANCE WITH THAT DOCUMENT, OR WITH THE MILITARY COMMITTEES MOST RECENT RISK ASSESSMENT (MCM-83-73) OR SACEURS 1973 SUPPLEMENT TO HIS 1972 COMBAT EFFECTIVENESS REPORT. HOWEVER, IF RESULTS OF THE CURRENT MILITARY COMMITTEE "NET ASSESSMENT" STUDY ARE AVAILABLE IN TIME, IT MAY BE POSSIBLE TO INCORPORATE SOME OF THEM INTO THE GUIDANCE.

C. WARNING OF WAR. THIS SECTION WILL ALSO BE INFLUENCED BY MC 161. WE SHOULD BE ABLE, HOWEVER, TO EMPHASIZE THE NEED (TOUCHED ON IN THE 1973 DOCUMENT) FOR NATINS TO MAKE GOOD USE OF WHATEVER WARNING TIME IS AVAILABLE.
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D. STRATEGY AND NATO FORCES. WE SHOULD SEEK TO HAVE THE NEW GUIDANCE DOCUMENT GIVE MORE EMPHASIS TO THE ROLE OF CONVENTIONAL VIS-A-VIS NUCLEAR FORCES. A SECTION SUCH AS THIS COULD ALSO BE THE VEHICLE FOR PRESSING ANOTHER OF SECDEF'S "KEY ELEMENTS"-THE NEED TO TAKE INTO ACCOUNT ALL FORCES THAT COULD REASONABLY BE EXPECTED TO BE AVAILABLE TO NATO, WHETHER FORMALLY COMMITTED OR NOT. WE COULD ALSO USE THIS SECTION (OR THE FOLLOWING ONE) TO STRESS THE IMPORTANCE OF RAPID REINFORCEMENT, RECEPTION ARRANGEMENTS AND FACILITIES, AS WELL AS THE NEED FOR IMPROVED MOBILIZATION CAPABILITIES AND FLEXIBLE FORCES.

E. CHARACTERISTICS OF NATO FORCES. THIS SECTION, PERHAPS COMBINED WITH THE SECTION IN THE CURRENT DOCUMENT ON PRIORITIES, COULD BE USED TO HIGHLIGHT THOSE AREAS OF FORCE IMPROVEMENT

REQUIRED TO ASSURE FOR NATO A STALWART CONVENTIONAL CAPABILITY. WE SHOULD PARTICULARLY EMPHASIZE THE AREAS BEING DEALT WITH IN THE BASIC ISSUES STUDIES.

F. TECHNOLOGY. THE NEED FOR A SEPARATE SECTION ON THIS SUBJECT IN THE GUIDNACE SEEMS QUESTIONABLE.

G. RESOURCES. THIS IS PERHAPS THE MOST IMPORTANT-AND CERTAINLY THE MOST DIFFICULT-SECTION OF THE DOCUMENT. SECDEF IDENTIFIED THE NEED TO SPECIFY PRECISE NATIONAL AND NATO RESOURCE LEVELS AS A KEY ELEMENT IN THE NEW MINISTERIAL GUIDANCE. AS HE SUGGESTED, NATIONAL RESOURCE LEVELS TO BE USED FOR PLANNING PURPOSES COULD BE IDENTIFIED ON A COUNTRY BY COUNTRY BASIS IN TERMS OF AN INCREMENTAL ANNUAL INCREASE IN REAL EXPENDITURES. AS NOTED IN REF C, WE MIGHT ALSO CONSIDER A FORMULA WHICH WOULD HAVE AS AN OBJECTIVE BRINGING DEFENSE SPENDING AS A PERCENT OF GNP FOR THOSE COUNTRIES WHICH ARE BELOW THE NATO EUROPEAN AVERAGE INTO LINE WITH THAT AVERAGE. THE OBJECTIVE FOR THOSE COUNTRIES ALREADY AT OR ABOVE THE AVERAGE COULD BE TO MAINTAIN THEIR CURRENT REAL TERM EXPENDITURES. NOTE: WE CAN EXPECT OUR ALLIES TO FIND DIFFICULTY IN ACCEPTING GUIDNACE WHICH SPECIFIES LEVELS OF DEFENSE EXPENDITURES FOR INDIVIDUAL NATIONS, SINCE THIS IS A MATTER WHICH GOES DIRECTLY TO NATIONAL SOVEREIGNTY. FURTHER, IT IS A SUBJECT WHICH IS BY NO MEANS ENTIRELY WITHIN THE CONTROL OF DEFENSE MINISTERS.

H. OVERALL DEFENSE PLANNING. A SECTION SUCH AS THIS COULD BE USED, AS IN THE 1973 GUIDNACE, AS A CATCH ALL TO INCLUDE SOME OF THE OTHER POINTS THE US HAS BEEN PUSHING IN NATO, WHICH ARE NOT ADEQUATELY PROVIDED FOR ELSEWHERE IN THE GUIDANCE: FOR EXAMPLE, THE NEED FOR FLEXIBLE FORCES, MOBILITY, RATIONALIZATION
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OF DEFENSE TASKS, STANDARDIZATION, IMPROVED COMMAND AND CONTROL, ETC.

I. PRIORITIES. ESTABLISHMENT OF STRICT PRIORITIES FOR IMPROVEMENTS IN FORCE INTEGRATION, MUTUAL SUPPORT, EQUIPMENT AND READINESS, IS ANOTHER OF THE KEY ELEMENTS FOR THE GUIDNACE MENTIONED BY SECDEF. NMAS HAVE BEEN RELUCTANT TO ACCEPT WHAT THEY HAVE CALLED "SUPER PRIORITIES" FOR IMPROVEMENT OF NATO FORCES. WE SHOULD USE THE OCCASION OF PREPARATION OF NEW MINISTERIAL GUIDANCE TO PRESS HARD FOR SHARPENING NATO'S PRIORITIES IN THE DEFENSE PLANNING AREA.

J. GUIDANCE. THE CURRENT GUIDANCE IS TOO GENERAL. AS SECDEF HAS SUGGESTED, WE SHOULD SEEK TO DEVELOP NEW GUIDNACE WHICH IS MORE DEFINITIVE, PARTICULARLY WITH RESPECT TO RESOURCES AND PRIORITIES. END COMMENT.GOODBY

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